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Plans Staff

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PLANS STAFF

~~CONFIDENTIAL~~REPORT OF PROGRESS AND PROGRAM PLANSSECTION I Major Accomplishments and Significant Developments  
(1 July 1954 - 30 June 1955)Plans Branch

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SECTION I ~~CONFIDENTIAL~~

ACCOMPLISHMENTS DURING FY 54-55

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1. In Fiscal Year 1954-1955, a number of key external influences and programming objectives set the tenor of the activity performed within the Plans Branch during the fiscal period and largely predetermined its priorities.

a. The enactment of a comprehensive array of employee legislation in 1954, most of which directly impacted upon CIA, precipitated the need for preparing a series of regulatory revisions and the development of new ones. Also, as these proposals gained first the attention and then the acceptance of Congress, there was an intensification of the activity of legislative review by the Branch (during the first part of FY 54-55).

b. Moreover, beginning in January, 1955, the Legislative Council accelerated and formalized a program for referring most legislative proposals involving personnel administration to the Office of Personnel. These bills were received by the Plans Branch for review and preparation of comments, and, as a result, the legislative review activity was considerably intensified. Concurrently with this development, the Plans Branch paid special attention to Administration and Congressional developments relating to the legislative objectives sought by the Agency, such as educational allowances, retirement, etc.

c. The enactment in 1954 of legislation providing for Social Security coverage of contract employees and for unemployment compensation coverage of Federal employees required that the Plans Branch assist in the establishment of administrative procedures which would enable the Agency to comply with these programs in a secure manner. Priority was accorded these projects for a period of several months.

d. The coming and going of the Clark Committee involved the Plans Branch to an appreciable extent.

e. In addition to the above external influences, the Plans Branch continued to concentrate upon the processing of the "rockpile" of regulatory issuances, ranging from items still in the planning stage to proposed regulations which had been coordinated and recoordination in the Agency. A report is being prepared at this time covering the status of regulations and notices in the 20 series.

2. The following is a detailed description of the topical areas of personnel administration in which the Plans Branch registered its principal accomplishments during Fiscal Year 1954-1955.

a. Fitness Reports

The latter part of FY 1953-1954 marked the close of the formulative period for the conceptual development of a new personnel

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evaluation system, based upon the use of the Fitness Report and the replacement of the Personnel Evaluation Report. There remained in FY 1954-1955 the task of carrying out to fruition the development and implementation of the necessary form, regulatory issuances and procedures. In addition, FY 1954-1955 was a period in which the successes and deficiencies of the Report were observed. Thus, the Fitness Report was a major preoccupation of the Plans Branch during the Fiscal Year.

Initially, the Branch was engaged in the formulation, coordination and processing of the basic regulatory issuances, the Fitness Report, and an Office of Personnel instruction. Also, during this period, the Branch coordinated with the Chief, Assessment and Evaluation Staff, in the development, processing and dissemination of a multi-page, supplemental questionnaire designed to elicit the reactions and criticisms of several hundred supervisors, based upon their experience in the use of the Fitness Report. After the program was in full motion, the Branch continued to observe the administration of the Fitness Report program, and it took such additional action as experience demonstrated was necessary. For example, during the year, supplemental Agency instructions were prepared and issued in order to clarify the meaning of the instructions applicable to Section IV of the Report and additional procedures were devised for processing: (1) field Fitness Reports and questionnaires; (2) Fitness Reports for Staff Agents; and, (3) Fitness Reports for Senior Representatives and Chiefs of Stations.

The close of the fiscal period was marked by a flurry of renewed activity on the Fitness Report. Members of the Branch joined with representatives of the Personnel Assignment Division and the Chief, Assessment and Evaluation Staff, in a reappraisal of the Program. These preliminary discussions were the prelude to a major revision of the Fitness Report, now underway.

b. Career Service and Career Staff

The Plans Branch cooperated closely with the Career Service Staff in providing support to the Career Council and in the development and processing of regulatory materials pertaining to the Career Service, Career Staff, and Junior and Senior Career Development. In its study and analysis of various problems and proposed policies (or revisions of policy), the Branch assessed the prospective interest of the Career Council and arranged, in conjunction with the Career Staff, for the inclusion of appropriate items on the Council's agenda. It also prepared materials necessary for the presentation of such items to the Council and developed background data and summaries for the use of the Director of Personnel in briefing the Career Council on a variety of subjects.

Two activities, concerning the installation of the Career Staff and the implementation of the Career Service Program, absorbed much

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of the attention and resources of the Plans Branch for a considerable period. These were: (1) preparing for the Career Conference (3 August 1954), and (2) formulating replies to several hundred inquiries received from Agency personnel on the Career Service Program. The priority accorded these activities by the Office of Personnel required a mobilized effort by the Career Service Staff and the Plans Branch. Although the planning and conduct of the Career Conference was the primary concern of the Career Service Staff, the Plans Branch offered material assistance (technical and clerical), in developing and processing the written documents which were disseminated to all those attending the Conference. In addition, members of the Branch assisted in the preparation of agenda materials and graphics used in the presentation. As an aftermath to the Conference, a task force, consisting of representatives of Plans Branch and the Career Service Staff, was formed to develop specific answers to a large volume of individual questions on the Career Service Program. The replies in the aggregate constituted an essay on the nature, purposes and processes of the Agency's Career Service, and the institutional elements supporting it.

In FY 1954-1955, the long developmental period involved in the formation and implementation of the Career Service came to an end, and the Career Service assumed the proportions which essentially characterize it today. This was not only a period for bringing the establishment of various aspects of the Program to a conclusion but also a period in which experience dictated partial modification and revision of the Career Service Program previously put into effect. In both regards, the Plans Branch played an important role in the consideration of proposed policies and procedures and in the development of attendant regulatory and instructional issuances. The Branch prepared or assisted in the preparation of the following: an Agency notice publicizing the results of the Career Conference; an Agency notice on processing applications for the Career Staff; Agency notices on Junior Career Development; a draft regulation on Junior and Senior Career Development - a joint agreement between the Director of Personnel and the Director of Training concerning the administration of the Junior Career Development Program; a memorandum to Heads of Career Services relative to their responsibility for reporting to the Director of Personnel on Career Service activities within their jurisdiction; revision of the basic regulation on the Career Services and Service Designations, et al.

c. Leave Administration

Fiscal Year 1954-1955 was almost an epochal year in the long struggle to formulate and publish a comprehensive regulation on leave. After years of coordination and recoordination of draft regulations, [REDACTED] Leave, was published in the Agency. There was little let-down, however, in the concern given leave problems by the Plans Branch. After

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the basic headquarters regulation was distributed, attention was turned to the formulation of a complementary field issuance and a supplemental leave regulation dealing with the special problems and procedures concerning [REDACTED] and personnel who cannot use accrued

FY 1954-1955 saw the publication of R and Supplement, and the formulation of a draft field issuance, Also, the 1954 session of Congress changed the requirements pertaining to maximum individual accumulations of leave and forfeiture of leave. This development necessitated an evaluation of the statutory changes and the issuance of a notice on the subject. During the year, various other Agency issuances and Office of Personnel Memorandums were processed concerning such diversified aspects of leave administration as: (1) dismissal for excessive heat; (2) refund of lump-sum leave payments; (3) forwarding of employee statements in connection with Agency home leave; (4) maintenance of leave records for sickness or injury; and (5) amount of lump-sum leave payable to beneficiaries of deceased employees.

The Fiscal Year was also a period in which verbal and written replies were given to many requests for information on or interpretation of the leave laws and the Agency's leave regulations.

d. Insurance

The enactment in 1954 of legislation providing for Group Life Insurance coverage of Federal personnel created a need for appropriate Agency issuances containing information on the program and implementing policies and procedures. Accordingly, a comprehensive notice and field notice were prepared on this subject. Subsequent to their issuance the notices were revised to clarify the nature of the insurance coverage, and, more recently, these notices have been further revised, coordinated and published.

Branch personnel also have participated in discussions concerning the insurance records currently maintained, and have worked on certain other problems such as the formation of an insurance handbook.

e. Compensation, Allowances and Emoluments

During the Fiscal Year, staff studies, memorandums, regulations, notices and OPM's were written on such subjects as rates of compensation, step increases, overtime pay, premium compensation, salary adjustments for integrants per diem, Federal pay increase, allowances and retention of retired pay by reservists. Continuing attention was paid to coordination and final processing of a regulation on salary and wage administration until developments at the close of the year indicated that basic compensation schedules and policies of the Agency might be altered and that any further processing of this regulation should be suspended pending such a determination. Meanwhile, a regulatory issuance on

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periodic step increases was completed and published along with complementary internal OP procedures. Simultaneously considered was the conversion of notifications of PSI's to machine records, and this arrangement will be concluded in the near future. A draft of a regulation on longevity step increases has been reviewed within the Plans Staff and will be submitted shortly to the Regulations Control Staff. Work was also begun on a revision of the PSI regulation pursuant to certain modifications felt necessary as a result of administrative experience.

Statutory changes in 1954 and 1955 actuated much of the work performed by the Branch. Examples are the Federal pay increase in 1955, passage of the Foreign Service Amendments of 1955 (containing authority for educational allowances), and passage in 1954 of the fringe benefit provisions concerning premium pay and overtime.

f. Recruitment, Assignment and Reassignment

Among the principal projects staffed out in the areas of recruitment, assignment and reassignment were the development of regulations on: (1) reassignment upon request of the employee; (2) supergrades; and (3) consultants and experts. The total number of studies and issuances, however, were diverse and numerous. Thus, the Branch processed materials relating to recruitment activity, i.e., a revised recruitment source coding procedure and a sterile recruitment procedure for one of the Major Components, and acted upon a variety of matters of concern to placement, ranging from a study of temporary appointment policy and procedures to the use of provisional clearances.

g. Travel

Substantial effort was spent in the formation of travel regulations assigned to the Branch for initial preparation, and a member of the Branch collaborated closely over a prolonged period with representatives of the Offices of Logistics, General Counsel and Comptroller and the Regulations Control Staff in the formulation, revision and coordination of other regulations in the travel series. During FY 1954-1955 high priority was given in the Agency to the preparation of a schematic, all-inclusive travel series, consistent with Agency authorities and Federal laws. These include [REDACTED] Travel, General; [REDACTED]

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Shipment of Household Goods and Personal Effects; [REDACTED], Per Diem; and four notices concerning differentials for personnel on detail. Discussions and formal comments by the Branch on these and other issuances have been extensive, and it will continue to closely collaborate on these matters. The Branch prepared, in coordination with the Contract Personnel Division, Military Personnel Division, General Counsel and Comptroller, a regulation on per diem for military personnel.

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The Plans Branch also received many travel problems for solution and answered many questions of interpretation. A part of the workload naturally eventuated from the Agency-wide activity in the preparation of travel regulations and the growing concern of the Branch with this subject. Projects ranged from an interpretation of the right to use MATS travel by dependents of overseas employees during vacation periods to the applicability to the Agency of Public Law 737 (authorizing return travel to place of residence after completion of an overseas tour).

h. Processing and Records

As is customary, the Plans Branch engaged in considerable activity relating to transactions and records, and applicant and appointment processing. The Standard Form 50 was a point of concern with special emphasis accorded its classification and distribution, including an overprinted form to unvouchered personnel. Although most of the latter activity was performed by the Analysis Branch, the Plans Branch was also involved and assisted in the background work attendant to the presentation to the Career Council of certain problems concerning the SF 50. During FY 1954-1955, a project dealing with a revised system for the charge-out of personnel folders was devised (entailing the development of forms and Agency and OP directives), and a new OPM was prepared on the content and arrangement of personnel folders. Other studies included: Applicant Correspondence; flow of SF 52's in cases of suspension and separation; internal routing of personnel actions affecting PE designees and the establishment of effective dates of personnel actions.

i. Overseas Personnel

As previously indicated, renewed emphasis was paid in FY 1954-1955 to the preparation of field regulations and notices. Moreover, many of the substantive problems mentioned elsewhere in this report were of particular significance to overseas personnel, e.g., educational allowances and payment of differentials. Certain other Branch projects were addressed primarily to the problems of overseas personnel. Most of the preoccupation with CIA legislative proposals centered on the problems of overseas employees, and the work expended on the drafting of a missing persons regulation and the development and final processing of regulations on reassignment following the completion of an overseas tour primarily concerned overseas personnel. FY 1954-1955 saw numerous field inquiries referred to the Office of Personnel and by it to the Plans Branch for evaluation and preparation of an answer.

j. Contract Personnel

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A big stride toward the rescission of the Confidential Funds Regulations was taken by the final processing to the Regulations Control Staff of two regulations embodying policies, responsibilities and procedures governing the utilization of categories of personnel hired by covert contract. These regulations, drafted by the Contract Personnel Division, have received Agency coordination and the Plans Staff, in conjunction with CPD, is now working on the resolution of the comments received in the coordination process. Although the transmittal of the regulations overshadows all other activities in this field, the Plans Branch was involved in certain other related matters including the development of revised procedures for the termination of contract personnel and the study of the rights of contract personnel converting to staff status.

k. Social Security and Unemployment Compensation

Over the span of several months, priority was given to the solution of the manifold problems involved in the Agency's compliance with the 1954 legislation which extended Social Security and Unemployment Compensation coverage to Federal employees. Both coverages entailed the external reporting of employee names and Agency affiliation, a situation which could not be fully permitted for security reasons. Plans Branch interest first started when the Congress was considering these proposals, and the Branch then commented upon the implications of such legislation. Following the enactment of the legislation, the Branch prepared an analysis of these programs and the administrative procedures prescribed therefor. It coupled with the analysis, a recommendation that the Office of Personnel, Comptroller, Security, DD/P and General Counsel join forces to assess the problems of Agency compliance. Out of the ensuing meeting came a decision to establish two task forces to develop solutions for these problems. Plans Branch representatives sat on the task force on unemployment compensation and a Branch member chaired the task force on Social Security. In the succeeding months, multiple meetings were conducted by the respective task forces and representatives of the task forces conducted many meetings with officials of the Government agencies responsible for the administration of the unemployment compensation and social security programs. Assuming the initiative for the preparation of regulatory issuances (eight in total), the Plans Branch drafted such issuances, cleared them with members of the Task Forces and then coordinated them within OP and with the Operating Offices of primary concern within the Agency. Most of these issuances are now published and the others are scheduled for publication very soon.

l. Other

In reflecting upon the welter of other projects concluded by the Plans Branch in FY 1954-1955, certain of them stand out as

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being of considerable import to the Office of Personnel. A minimal listing should certainly include the following projects:

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(1) Working in conjunction with the CSS, headquarter and [redacted] regulations on honor awards were processed to the Regulations Control Staff. The headquarters regulation has been published.

(2) OPM's were published concerning the processing of temporary assignments at positions of a lower grade and the allocation of positions above the ceiling for the Office of Training. Also, an OPM on overslotting procedures was prepared and a memorandum was transmitted to Operating Officials enjoining them to stay within ceilings.

(3) Pursuant to the enactment of the Incentive Awards Act of 1954, an informational notice was disseminated and the Incentive Awards regulation was revised (in coordination with the Executive Secretary, IAC) and forwarded to the Chief, Management Staff.

(4) Agency comments on Employees Compensation regulation were received, and, as a result thereof, the regulation was redrafted, by the Insurance and Casualty Division and the Plans Branch, in two sections, i.e., a section on injuries or illnesses incurred in the performance of duty, and a section on illnesses or injuries incurred by overseas employees in the "line of duty".

(5) Working in conjunction with the Inspector General, an evaluation was made of the Federal Employment Policy Program replacing the Fair Employment program. The Branch conferred with the Offices of Security and General Counsel on the security and legal aspects of the new program and has prepared a regulatory draft for Agency coordination.

(6) Various evaluations and informational summaries were prepared on such external developments as the Hoover Commission surveys, modification of the Whitten Amendment, establishment of the career conditional system, etc.

(7) Review and preparation of comments on proposed personnel legislation and legislative proposals of CIA.

(8) Review of and preparation of an OP position on all non-personnel regulations referred to the Director of Personnel during Agency coordination.

Analysis Branch

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1. The Analysis Branch was activated on 26 May 1954, within the Planning and Analysis Staff, and charged with the general responsibility of maintaining a continuous review and evaluation of the current effectiveness of the personnel management programs and activities in headquarters and the field. The Branch was authorized a chief, three personnel officers and a stenographer. By August 1954 it was staffed with a chief, two personnel officers and a stenographer. This level of strength was never exceeded and for several months during the report period the effective strength was less. For all practical purposes the Branch was dissolved about 31 May 1955 as a result of the reorganization of the Office of Personnel made effective a month later.

2. Since the Branch inherited its functions from the previous parent organization, the Plans, Research and Development Staff (PRDS), part of the activity of the first several months was consumed in winding up various projects, some of which were within the stated functions of the Branch, carried over from PRDS. In addition, one member of the Branch was detailed virtually full time until the end of the calendar year 1954 to the joint Management Staff - Office of Personnel survey of the Office of Logistics. This survey was designed to provide a framework of functional and procedural responsibilities for the personnel program for the Office of Personnel and the Office of Logistics. During this same period a survey was made of the personnel record-keeping and reporting procedures in use in the operating components of the Deputy Director (Plans). A few, relatively minor, crash projects concerning procedures in the OP were undertaken at the request of the Deputy Assistant Director of Personnel.

3. During the period from about 1 January 1955 to 31 May 1955, the Branch accomplished a number of surveys of internal Office of Personnel work programs and as a result developed or modified some procedures, i.e., installation of the "modified" Standard Form 50, Notification of Personnel Action, for documenting actions when the individual is paid from Confidential Funds; development of a special courier service for transmitting personnel folders to operating components; initiation of projects designed to provide new forms for applicants and for use in processing periodic-step-increases; procedures for reporting Military Staff Agents; modifications in procedures for processing clerical and professional type applicants; procedures for postdating effective dates of changes to Tables of Organization; recommendations concerning application of machine records methods to the position control; etc.

4. Surveys of the personnel records and procedures of operating components of the Agency were also made outside the Office of Personnel. As a result several informal conferences and reports concerning these matters took place with administrative and personnel officers, especially in the Area Divisions of the Deputy Director (Plans). A workload and procedures survey was made of the personnel section of the South Europe Division in cooperation with the Management Staff and the Classification and Wage Division of this Office. Recommendations concerning the files and procedures were made.

5. The Branch also assumed responsibility for coordinating evaluations of employee suggestions submitted under the Incentive Awards program for the

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Office of Personnel. This procedure involved receipt of the suggestion, transmittal of it to the appropriate divisions or staffs for comment or evaluation, and then preparation and transmittal of the evaluation of the Office of Personnel to the Executive Secretary of the Incentive Awards Committee. Some evaluations required fairly extensive surveys of programs or procedures. During the report period 76 such suggestions were evaluated.

6. During several months of the report period one member of the Branch was designated as Special Security Officer for the Office of Personnel, Assistant Classification Control Officer for the Office of Personnel, and Training Officer for the Planning and Analysis Staff. Except for an occasional project arising under the duties of the Special Security Officer, the other duties were routine and did not consume a large amount of time.

7. In addition to assigned projects, members of the Branch engaged in a number of conferences and meetings with members of other components of this Office and the Management Staff regarding particular personnel program problems. One member of the Branch was detailed to the Management Staff for about one month during the report period for work on projects concerning personnel management.

## SECTION II

### PROGRAM PLANS FOR FY 1955-1956

1. Fiscal Year 1955-1956 ushered in the new Plans Staff and with it a somewhat altered concept of the functions and activities that were carried forward from its predecessor, the Planning and Analysis Staff. The conceptual change was formalized by a reduction of three professional positions in the Tables of Organization assigned to the previous Plans and Analysis Branches. The reduction was effected as a result of a determination that the new Plans Staff would not engage in all of the activities heretofore performed by the two Branches, and that the Staff would concentrate to a greater degree upon the evaluation and formulation of basic personnel policies and programs. More specifically, the program plans for FY 1955-1956 call for the dispersion to Divisions and Staffs, within the Office of Personnel, of certain activities previously carried out by the Plans Branch, PAS, in the development and revision of regulations and internal instructions. As a guiding principle, the Staff will survey personnel problems and prepare policy recommendations on such issues. Recommendations and policy guidance will then be referred to the Divisions or Staffs concerned for the initiation of appropriate procedures, Agency regulations and internal instructions. Moreover, the Plans Staff will not assume sole responsibility for the resolution and incorporation of comments received on regulations in the Agency coordination process. Comments will be referred back to the Division or Staff concerned for action by that Division in analyzing the comments and redrafting the issuance involved, or the

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Division will be asked to appoint a designee to work with a Plans Staff representative in order to jointly draft a revised regulation, pursuant to the comments received. Although the study of fundamental issues of personnel policy will be evaluative in nature, the performance of inspectional activities and the conduct of procedural studies will be de-emphasized in the months ahead.

Within the confines of the above charter, the Plans Staff will continue to coordinate all regulatory issuances and OPM's within the Office of Personnel and will process regulatory issuances for transmittal to the Director of Personnel and the Regulations Control Staff.

2. It is the Staff objective to complete the processing of as many regulations now in the mill as possible, under the new arrangements described above. In the next two months efforts will be concentrated upon the processing of drafts which will rescind those sections of the Confidential Funds Regulations which are assigned to the Office of Personnel. Most of these rescissions entail the publication of new regulatory issuances. By the same token, priority will be given to the conclusion of certain other regulations which are basic to the operations of the Office of Personnel or which are of major significance to Agency components. These include the regulations on missing persons, employees engaged by covert contract, associates, employee's compensation, employees' emergencies, foreign awards, employee services, overseas tours of duty, fitness reports, personnel policy, and Career Staff membership.

3. On tap for FY 1955-1956 is the completion of projects already under way for the revision of the Fitness Report and the development of or working level coordination on regulations in the travel series. Staff representatives have participated in a number of conferences on the revision of the Fitness Report and will be actively concerned in the future revision of the form and development of regulatory changes. The work on travel regulations remains a formidable task which will continue to receive priority in the ensuing months.

4. The Staff also plans to emphasize the preparation of [redacted] regulations 25X1A and notices for those areas of the [redacted] in which headquarters regulations are in process or have been published and to more actively service operating offices by considering and framing replies to inquiries forwarded by such offices.

### SECTION III

#### PROGRAM PLANS FOR FISCAL YEAR 1956-1957

1. Planning for Fiscal Year 1956-1957 is predicated upon the assumption that the basic regulations in the [redacted] headquarters [redacted] will have been largely concluded. Regulatory development by this time should

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primarily involve the revision of existing regulations plus the formulation of notices of temporary duration and such new regulations as are necessary to implement personnel programs resulting from Federal legislation.

2. With this outlook for FY 1956-1957, the Staff can expect to increasingly concentrate upon the adequacy and adaptability of personnel policies and procedures. Intensive research projects should replace the survey of specific problems and the staff study should replace the crash memorandum or regulatory issuance.

3. Long-range plans call for the Staff to become more intimately acquainted with the problems and personnel of operating offices. The perspective of the Staff should shift increasingly from problems of internal concern to OP to Agency-wide problems of personnel management. Toward this end, the Staff plans to establish an even closer liaison with operating components, not only to use this outlet to effect regulatory development and to seek operational reactions to problems of concern to central personnel but also to encourage the operating offices to turn to the Staff with their questions and proposals pertaining to personnel management. In a similar vein, the Staff is planning an overseas trip in FY 1956-1957 to become more familiar with the specific problems of personnel administration in the field and to assess the types of headquarters support desired by field officials.

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